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3a TRAINING IN

ADMINISTRATIVE

MANAGEMENT

3b
TWIN CITY WORKSHOP,
UNITED STATES DEPARTMENT OF AGRICULTURE
MINNEAPOLIS - ST. PAUL, MINNESOTA,
FEBRUARY 15-19, 1954

+3b

" Leadership depends upon simple human qualities. Above all, a leader requires the confidence of his men and this is to be gained only by commanding their respect for his personal character and professional knowledge; his sense of justice and common sense; his energy, keenness, and forethought;---his cheerfulness in the face of difficulties; the clearness and simplicity of his orders and his firm insistence on their execution; the pride he takes in his command." Quoted by M. E. Yount from Royal Canadian Air Force Manual.

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STEPS IN THE ORGANIZATION OF THE TWIN CITY WORKSHOP

1. Chet Holmstrom, Harold Seilers, Oren Shelley, and D. R. Shepherd, participants in the U.S.D.A. Training Institute at Denver in 1951, met as a committee in August to discuss tentative plans for the workshop for Twin City employees.

2. Contacts made with U.S.D.A. agency heads to explain workshop idea and to obtain their approval of a plan for workshop for Twin Cities employees.

3. Plan was discussed at a meeting of representatives from each agency. Seventeen employees from 11 agencies attended. Joseph Haspray, CSS, volunteered to act as temporary chairman to facilitate formation of steering committee.

4. Agency representatives met again and following men were designated as steering committee with responsibility for organizing workshop and carrying it out to successful conclusion. D. R. Shepherd agreed to serve as chairman of the steering committee.

R. M. Douglass, E.S.
C. R. Holmstrom, F.C.A.
H. A. Karasov, A.R.S.
J. D. Lane, A.R.S.
Jerry Roch, F.S.

H. W. Seilers, C.S.S.
O. R. Shelley, F.C.A.
D. R. Shepherd, A.R.S.
G. J. Swoboda, C.E.A.
H. L. Walz, A.S.C.

5. Committee met and decided on a program, set the date, and made list of discussion leaders to be contacted. Dr. Lloyd Short and George Warp of the Department of Public Administration, University of Minnesota assisted with this phase of the organization.

6. Discussion leaders lined up by personal contacts.

7. Agency heads notified of completed plans for workshop and asked to submit names of men from their agency who would be workshop participants.

8. List of 31 participants from 12 agencies approved by Committee for workshop.

9. Participants notified of their selection and sent background information about department's training program and management reference material for review.

10. Agency heads were sent program in final form and list of participants. They were notified of their assignment as chairman for single half day sessions which they earlier had agreed to handle.

NOTE

Provision was made for department employees other than actual participants to attend and audit any or all sessions as they chose. They did not take part in the discussions.

ACKNOWLEDGEMENTS

We wish to express our appreciation to:

The discussion leaders who so generously gave their time and effort in the splendid presentation of the topics assigned to them.

The Minnesota Military District, for permitting us to use their conference room and other facilities for the workshop.

G. L. Eastling, Administrative Assistant, CSS, and Glenn Erickson, Reproduction Supervisor, CSS, for the design and preparation of the cover for the workshop summary.

AGENCY PARTICIPANTS

TRAINING IN ADMINISTRATIVE MANAGEMENT LEADERSHIP INSTITUTE

FEBRUARY 15 - 19, 1954

MINNEAPOLIS, MINNESOTA

COMMODITY OFFICE - COMMODITY STABILIZATION SERVICE

C. W. Whitson	Assistant Director for Management	
F. J. Sexton	Chief Fiscal Division	
C. B. Johnson	Chief Field Operations Division	
C. C. Jewett	Chief Program Operations Division	
Hannah K. Dowell	Personnel Officer	
T. F. Whitehead	Chief Examination Section	- Fiscal Division
F. J. Bohling	Chief Accounting Section	- Fiscal Division
Douglas Larson	Chief Claims & Collections Section	- Fiscal Division
G. L. Eastling	Administrative Assistant	

CROP RESEARCH BRANCH - AGRICULTURAL RESEARCH SERVICE

Dr. Joe Culbertson	Agronomist - Project Leader Seed Flax Investigation
Vern Comstock	Research Agronomist

ANIMAL DISEASE ERADICATION BRANCH - AGRICULTURAL RESEARCH SERVICE

Dr. Dan F. Werring	Assistant Veterinarian in Charge
Dr. Eric Nordstrom	Assistant Veterinarian

FARMERS HOME ADMINISTRATION

Leo P. Brown	State Director
--------------	----------------

MEAT INSPECTION BRANCH - AGRICULTURAL RESEARCH SERVICE

Dr. J. D. Lane	Inspector
Dr. M. A. Gates	Inspector

PLANT PEST CONTROL BRANCH - AGRICULTURAL RESEARCH SERVICE

Harry Karasov	Personnel Officer
Thain Stewart	Area Leader - Barberry Eradication

SOIL CONSERVATION SERVICE

Wm. W. Russell	Assistant State Conservationist
Morrie A. Bolline	Area Conservationist
Gerald A. Simpson	Area Conservationist
Lee K. Moore	Area Conservationist

FARM CREDIT ADMINISTRATION OF ST. PAUL

Kaare Rosenberg	Senior Coop. Associate Engineer, Appraiser & Assistant Secretary, St. Paul Bank for Cooperatives
Chester Samelson	Chief Accountant, Federal Intermediate Credit Bank of St. Paul

UNITED STATES FOREST SERVICE

John K. Kroeber	Assistant Project Leader, Blister Rust Control
Louis C. Hermel	Forest Supervisor, Chippewa National Forest, Cass Lake, Minnesota

STATE OFFICE - COMMODITY STABILIZATION SERVICE

Harold L. Waltz	Administrative Officer
-----------------	------------------------

POULTRY BRANCH - COMMODITY STABILIZATION SERVICE

B. H. Rorem	Assistant Federal-State Supervisor
Clifford Duckket	Assistant Area Supervisor

AGRICULTURAL MARKETING SERVICE

Harold F. Prindle	Agricultural Statistician
David O. Mesick	Agricultural Statistician

UNITED STATES DEPARTMENT OF AGRICULTURE
WORKSHOP - TRAINING IN ADMINISTRATIVE MANAGEMENT
Army Conference Room - Buzza Building
1006 West Lake Street
✓ Minneapolis, Minnesota
February 15-19, 1954

PROGRAM

MONDAY - FEBRUARY 15

- | | |
|--|---|
| 9:00 a.m. - Explanation of the General Plan
and Objectives of the Workshop | D. R. Shepherd
General Chairman |
| 10:30 a.m. - The Responsibility of Public
Employees for Good Management of
Government Activities | Myron Clark,
State Commissioner
of Agriculture |
| 1:30 p.m. - The Broad Perspective of
Management -
The Administrator as Policy
Maker | Lloyd M. Short
Chairman, Department
Public Administration,
University of Minnesota |

TUESDAY - FEBRUARY 16

- | | |
|--|--|
| 9:00 a.m. - Principles of Organization | George A. Warp,
Professor, Department of
Public Administration,
University of Minnesota |
| 10:30 a.m. - Communications | Dick Swanson,
Assistant Director of
Training, Minneapolis
Honeywell Corporation |
| 1:30 p.m. - Administrative Leadership | Dean Emeritus
C. H. Bailey, Institute
of Agriculture,
University of Minnesota |
| 3:00 p.m. - Supervision: Developing Assis-
tants; Developing Skills;
Relationship Between Employee
and Supervisor | Dan McGraw,
Administrative Officer,
State Department of
Conservation |

WEDNESDAY - FEBRUARY 17

- | | |
|---|---|
| 9:00 a.m. - Motivation, Stimulation of
Employees | Herbert Heneman,
Associate Director,
Industrial Relations
Center,
University of Minnesota |
|---|---|

WEDNESDAY - FEBRUARY 17 (continued)

10:30 a.m. - Program Execution: Responsibility, Authority, Controls, Inspections, Reviews

Merle S. Lowden,
Assistant Regional Forester,
U. S. Forest Service,
Region IX,
Milwaukee, Wisconsin

1:30 p.m. - Rating Performance

Randolph Jouno,
U. S. Civil Service
Commission

3:00 p.m. - Employees Functioning as a Team

G. L. Harmon,
Manager of Training,
Personnel Department,
General Mills, Inc.

THURSDAY - FEBRUARY 18

9:00 a.m. - Personnel Recruitment and Selection

John Jackson,
Chief, Division Recruitment & Selection,
Minnesota Department
of Civil Service

10:30 a.m. - PERSONNEL TRAINING AND DEVELOPMENT

Frank Pieper,
Coordinator of Training,
University of Minnesota

1:30 p.m. - Program Planning and Work Scheduling

A. K. Wickesburg,
Professor, School of
Business Administration,
University of Minnesota

3:00 p.m. - Work Simplification

Stanley Block,
Mechanical Engineering
Department,
University of Minnesota

FRIDAY - FEBRUARY 19

9:00 a.m. - Financial Planning (Budgeting)

C. C. Ludwig,
Director, Municipal
Reference Bureau,
University of Minnesota

FRIDAY - FEBRUARY 19

10:30 a.m. - Budget Execution - Reviews,
Controls, Etc.

E. A. Heilman,
Professor of Accounting,
School of Business
Administration,
University of Minnesota

1:30 p.m. - A Public Relations Program
as a Part of Management

Paul Miller,
Director of Extension,
Institute of Agriculture,
University of Minnesota

3:00 p.m. - Summary and Evaluation of
Workshop

CHAIRMEN OF HALF-DAY SESSIONS:

Robert J. Barry	-	General Agent and General Counsel, Farm Credit Administration of St. Paul
Roy A. Bodin	-	Agricultural Marketing Service, Statistician in Charge
James A. Cole	-	Director, Commodity Office, Commodity Stabilization Service
M. B. Dickerman	-	Director, Lake States Forest Experiment Station, U. S. Forest Service
R. A. Douglass	-	Assistant to Director, Agricultural Extension Service
Clarence D. Palmby	-	State Chairman, Commodity Stabilization Service
Dr. C. A. Ward	-	Meat Inspection Branch, Agricultural Research Service

EXPLANATION OF THE GENERAL PLAN AND OBJECTIVES OF THE WORKSHOP

By D. R. Shepherd

Greeting was extended to the group from Dr. E. R. Draheim, Office of Personnel, U.S.D.A., Washington, D. C. and from the local steering committee. M. E. Yount, Training and Safety Officer, A.R.S., Washington, D. C. was introduced to the group. It was explained that Mr. Yount was to be with the group during the week to observe and take part in the workshop.

History of the departments program of training in administrative management was reviewed briefly and daily plans for the workshop outlined. The objectives of the over all "in service" training program were listed:

1. To build up core of trained workers capable of handling the many administrative assignments of the department.
2. To improve performance of employees now in administrative and management positions.

Objectives of the Departments Training Institutes and Workshops as stated by Dr. E. R. Draheim:

1. What Government Expects
 - (a) Trained employees who will be considered for higher supervisory and administrative positions.
 - (b) Improved performance by trainees already in responsible positions.
 - (c) Development of a body of administration information that will have general use in the department.
 - (d) Nucleus from which better training in administrative management will spread throughout the department.

2. What Trainee May Expect

- (a) Opportunity to hear and get acquainted with a few leaders in the field of management.
- (b) Opportunity to work side by side with other selected individuals on problems of agricultural administration.
- (c) Opportunity to collect and present problems of administration from his own agency for cooperative solution.
- (d) To receive guided instruction on management principles.
- (e) Opportunity to review and discuss some of the best publications in the field of administrative management.

"THE RESPONSIBILITY OF PUBLIC EMPLOYEES FOR GOOD MANAGEMENT OF GOVERNMENT ACTIVITIES"

By Myron W. Clark, Minnesota State Commissioner of Agriculture.

Summary: Harold F. Prindle, Agriculture Marketing Service

SUMMARY

When working for a government agency, one should never lose sight of the fact that he is an employee of the people. As such you are being entrusted to administer and carry out the program of the legislature on behalf of the people. There are two possible paths for discharging your duties to the public:

1. Just hold down the job and forget the obligation to serve the public.
2. Regard your job as an opportunity to render a real service to the public and use the tax dollar to bring about a better living to all the people.

The government worker should realize he is a servant of the public and that it is his job to render service to the public. His primary interests should not be of his personal seniority rights under civil service rules, or job privileges, etc., if the public is to receive full value from its tax dollar.

We should take inventory of our effectiveness in dealing with the public by asking ourselves--

1. How well do I know my job?
Sometimes it is the things we assume we know, but which are not so, that get us into trouble. Our effectiveness is hampered by the things we don't know or don't want to learn about our jobs. By knowing your job, your objectives can be achieved more effectively in dealing with the public.
2. Know the "Why" of your job.
Don't develop an attitude of "Government Authority" in dealing with the public. Show people the need--the "Why" and the "What"--of the rules and regulations you are trying to administer.
3. Teamwork is needed among all government workers and also among all governmental agencies in order to give good public service. It is the responsibility of every supervisor to find ways and means of generating loyalty and making each employee feel he is important to the work being done. Encourage loyalty by fair treatment of employees, kindness, a proper attitude of cooperation among all employees in getting the job done, and expressions of appreciation in recognition of their efforts in doing the job. The importance of every position and of the role of the employees should be recognized in the over-all objective of the work.

It is the responsibility of every government employee to return the dollar and cents value the public has invested in him. Receipts of the tax money have an obligation to return a dollars worth of service for every dollar received. We should ask the following questions:

1. How well do we know our job?
2. How well do we do our job?
3. Why do we do the things we are doing?
4. Are we rendering the public a service for the value received?

The right answer to each of these questions will sum up our responsibilities as public employees.

COMMENTS

For nearly an hour the Commissioner answered questions from members of the class in regard to the obligations of public employees, problems of the recent re-organization within the State Department of Agriculture, policy-making decisions within the State Department, and the question period also touched on points concerning employee rights under the State Civil Service regulations.

THE BROAD PERSPECTIVE OF MANAGEMENT

By Lloyd M. Short, Chairman, Department Public Administration,
University of Minnesota

Summary: Hannah K. Dowell, Personnel Officer

SUMMARY

The title of this talk is suggestive, in that it implies that the responsibility of the Manager or Administrator is to get perspective on his job. If things are arranged as they should be, the Administrator is given time in which to gain perspective. If he is not given time either (1) He is at fault in not properly arranging his work or (2) His agency is at fault in not giving him time to get perspective. The Administrator must guard against getting so caught up with the immediate task that he loses perspective. We need to take time to philosophize about our jobs.

Management techniques are of prime significance only when they enable us to get some perspective.

However, an Administrator can't spend too much time getting the broad perspective or he will become a Philosopher rather than a Doer. In the last analysis management is prized only to the extent that it gets things done. There is no real line of demarcation between task of getting perspective, i.e. planning, thinking through the job, etc. and the task of getting the job done.

What is the job of the Administrator or the Manager? Ordway Tead in his "Art of Administration" describes the role of the Administrator as follows:

1. Planning Planning is the essential ingredient of Administration. Unless you plan, you can't gain perspective. Planning forces us to pull into view all of the parts which make up the organization. Need to stop and take stock of what we are doing and see if in our planning for tomorrow we can't do a better job. Takes time. Patience is required. Perspective can't be obtained hurriedly.
2. Concern for Human Beings Equally important if not more so than planning is concern with human resources put to our use. Need to get to know our assistants, to challenge them, to vary their assignments. This may be done by a visit to their homes, by calling their attention to an article of interest to them, by note of recognition for a task well done.
3. Concern for Money With administrative responsibility at any level we are apt to have some degree of responsibility for funds. For government administrators these are public funds. As in our own personal finances, we are rather apt to do a poor job of planning in use of these funds. We are not inclined to think of what we can buy with them and use made of them. Feel driven by demands of budget process, minute allocations, etc. to rather precise accounting for funds. We succumb too easily to these limitations. Not exploratory enough as to what we can do. It is too easy to accept the philosophy that "it can't be done". If an Administrator is worth his salt he can't be bound too heavily by limitations of the moment.

4. Sense of Direction Another aspect of this job of gaining perspective and accepting responsibility is a sense of direction. It's close to planning, of course, but avoids the complaint that planning doesn't lead anywhere. A sense of direction, of going somewhere is what comes of perspective. We have to direct the materials and resources at our disposal in getting the job done.
5. Ultimate Goal Broadly we administrators are striving for the good life for people as a whole. This is our ultimate goal. In government we are all conscious of our responsibility to the people for whom we work, however misguided or warped may be their viewpoint as we see it at the moment. In agriculture we are up against particular interests. It is not easy to rise above them to see the larger interest.

T. V. Smith of Syracuse University has said, "The Particular Role of the Politician in a democratic society is the role of the compromiser." Politicians are the group that tries to resolve conflicting interests. This is the virtue of politics. Administrators have to be politicians. Part of our job is to take into account pressures, but push our area of decision to the higher ground.

In summary, our job as Administrators requires the getting of perspective. Dr. Short stated that he had suggested some methods of getting perspective and asked us to suggest others.

DISCUSSION

In response to questions, Dr. Short suggested that we can prevent "Not seeing the Forest for the Trees" by taking time and having the inclination to do so. More specifically, he suggested that we get acquainted, by reading and by visits, to see how our particular job impinges on any other. Also by sharing in discussions such as this training session. He suggested that we not be content with the worm's eye view--that we develop wide interests.

He indicated the gaining of perspective was worth while at almost any level in government.

You could say in summary that gaining perspective would be thinking about the "Why" we do something and also inquiring "What" could we do that we are not doing now.

On the question of controls and limitations, he said that an Administrator is a "Dissatisfied" person. One who is not content to accept the status quo. The Administrator in talking to people has a day in and day out responsibility to try to make clear the disadvantages of narrow, restrictive controls. Unless the Administrator has a little of the pioneering spirit, he is not doing his job.

THE ADMINISTRATOR AS POLICY MAKER

By Lloyd M. Short

Summary: Douglas Larson

SUMMARY

Policy making authority is constitutionally vested in the legislative branch of our Government. This fact is basic as to all areas of Government, Federal, State and Municipal or local.

The chief elected Administrator, that is, the President, Governor or Mayor is responsible for carrying out or putting in force the policy as enacted by the legislative body.

In reality however, today the process is actually reversed. The Administrator now presents fully considered policy to the legislative branch where the policy is either approved or rejected.

Administrators of field offices are actually policy makers.

1. No policy is better than the manner in which it is carried out. Field Administrators revise policy by their interpretations, and by adjusting or modifying to apply to specific problems.
2. There are innumerable opportunities for administrators at all levels to do their bit in formulating policy.

Actually policy can grow from an idea expressed by an individual and be carried up through the labyrinth of channels to the top Administrator. In its progress through channels the idea can be refined, expanded and added to by interested or affected organizations and trained technicians.

1. It has been stated that policy is a product of people and that people are the product of associations with other people. Possibly there is no significant difference between program and policy.
2. At whatever level we operate we have the responsibility of contributing to the free exchange of ideas pertaining to policy and the obligation to stand up and fight for the correct practice.
3. Each Administrator has a responsibility for keeping channels of communication open and for seeing that such channels of communication are adequately used both up and down the line.

REFERENCES

Cases in Public Administration and Policy Development. Harcourt-Drace and Company, New York.

PRINCIPLE OF ORGANIZATION

By George A. Warp

Summary: Lee K. Moore

SUMMARY

- (1) Topic is so large it is frightening -- about like trying to crowd one quarter's teaching into one day.
- (2) There are no principles of organization -- there are rules of conduct.
- (3) In recent years it has been "fashionable" for scholars to say that there are no principles of organization -- at least that there is no scientific basis for set principles of organization. In early writings of first American Specialists of Public Administration -- (W. F. Willoughby, James Monney, and L. Urwick) there is confident talk about principles of administration.

ORGANIZATION DEFINED

There are four essential elements in a definition of organization.

1. Work to be done
2. Two or more persons
3. Combination of effort
4. Division of work

Maximums or proverbs of Organization (Alvin Brown "Organization" - 1945)

1. Organization is a means of more effective concerted endeavor
 2. Organization precedes endeavor
 3. Responsibility inheres exclusively in individuals
 4. Organization must be a continuing concern of administration
- The U. S. Army, (World War 1), the American Management Association - 1943, and the Surplus Marketing Administration - 1943, all developed sets of principles of organization which have the following principles in common:

1. Definite responsibility should be established for all positions.
2. Authority must be commensurate with responsibility.
3. No person occupying a single position in an organization should be subject to definite orders from more than one person.
4. Management and staff activities should assist executives in their administrative responsibilities.
5. No person should have reporting to him more persons than he can supervise adequately.

In addition the four bases of organization are usually included.

In 1938, Luther Gulick named four concepts of organization structure

which aid our judgment on what concepts should have priority:

1. Purpose
2. Process
3. Material
4. Clientele and Place

In dividing up the work of an organization one must be sure that every part is accounted for - seems obvious, but sometimes, especially in new organizations, parts are missed.

Another general rule requires the allocation of authority in clear and precise terms. - Basis of Job Classification.

The maximum that authority must be commensurate with responsibility is rarely if ever attained in practice.

An Administrator is expected to do what he can with what he has.

Unity of command is seldom attained. The Hoover Commission emphasized this.

Span of Control - A supervisor should supervise directly as many subordinates as he can supervise effectively - depends on the supervisor and the work or job.

These general rules should be treated as nothing more than concepts which have crystalized from experience. They must be modified by personality factors and circumstances of time and place.

The goal of organization is Efficiency - Economy and Justice the justice attribute plays a far greater role in government than in private industry.

It is the attribute which distinguishes public and private administration.

Efficiency and economy are common goals of public administration.

DISCUSSION

1. Form of organization is important but it is probably overemphasized at times.
2. If an organization functions to produce the results expected it is probably O. K.
3. Span of control depends on type of job and complexity.
4. Complete analysis of a job is the best way to determine span of control.
5. Decreasing span of control increases "Red Tape" because it increases the number levels - also adds to cost.
6. There is a tendency to increase span of control in higher levels of organization and use "Management Aids".
7. Having one person report to two supervisors probably O. K. if that person actually has two jobs - but this is not necessarily right.

COMMUNICATIONS

By Dick Swanson

Summary: H. G. Halverson

SUMMARY

Executives know how people should behave but the problem is to actually have them act that way.

Personnel problems are all faults of communication.

Everything we do, everything we don't do, everything we say (or don't say when we should say something), our facial expression and tone of voice, everything we do is communication.

There are generally no communications problem with a group but with each individual within the group. We must be continually aware that some people's emotional needs and their pictures of themselves are threatened by "Norms of the Social System" rather than satisfied by it. These people either change the group, are unhappy in it or leave it.

People in the group respond to realities or facts as they interpret them. Not necessarily as they actually are. The key is the evaluation of a person's interpretation. We must become well acquainted with each person to appreciate his interpretation. The tone of voice and choice of words are very important.

People are nearly always logical but is the "reality" they are operating from always reality?

People are social as well as logical but this may upset the logic of management because an individual will often react differently in a group situation.

People have personality. This sometimes upsets the "social" and the "logical" because the individual will color them with his own personality - he may be an optimist or pessimist and will so respond differently.

The Administrator is a part of the group he administers. He affects the group and the group affects him. He also has a personality so situations are affected by his conceptions and perceptions. Administrators are often blind to seeing themselves as mutually dependent members of the group. Good executives should see the whole, including themselves and their own involvement. They should accept their own feelings and recognize their importance but not to the exclusion of the feelings of the group.

The major responsibility of the administrator is one of communications.

He must learn to put himself in the place of the other individual.

Human relations is a two way process-management must listen to individuals in the group and try to understand their problems and points of view.

We communicate with employees when we want something done or when we want to strengthen present habits of a person. In other words, we communicate when we want a person or a group to learn something.

There are three principles involved in learning:

1. A person learns only when he wants to learn. Remember that all persons resent change.
2. Persons learn only by doing. Coaching is important.
3. Persons learn only as they tie the new experiences back into previous experiences.

We must start on common ground and use familiar vocabulary.

DISCUSSION

Q. We communicate for the purposes of getting things done. To what extent do people in industry communicate for the sole purpose of improving morale.

A. At Honeywell a plant newspaper is published every two weeks. An extra is gotten out between issues if the situation warrants. These publications keep employees informed. The whole organization is informal, first names are used throughout. Communications are carefully kept open both ways and kept informal. Must have acceptance of responsibility along with informality.

Q. How do you learn what employees are thinking?

A. No formal method. The possibility of surveys has been considered but not used. A system is encouraged whereby the employee feels free to discuss problems with his supervisor.

Q. Do you have a suggestion plan?

A. Yes, we have one for the factory but not for office workers. Cash awards are given for worthwhile suggestions.

Q. Is there a counselling system set up at Honeywell for handling employee gripes?

A. There is no system as such. The employee is encouraged to go to his supervisor or to the personnel office with gripes and talk them over. Supervisors are also encouraged to take problems to the personnel office.

Q. In Federal Service we are concerned with performance ratings. Is such a system used at Honeywell?

A. Yes. An analysis of performance is made at six month periods. This is done by sitting down with the employee and discussing strength and weaknesses. A job description is used in this evaluation.

REFERENCES

An Introduction to the Business of Management - Joseph M. Dodge
What it Takes to Win Enthusiasm - pamphlet - Eugene Whitmore
Sharing Information with Employees - Alexander Harom
Art of Plain Talk - Rudolph Flesch

ADMINISTRATIVE LEADERSHIP

By C. H. Bailey

Summary: Morrie A. Bolline

SUMMARY

I INTRODUCTION

- A. Leadership is not easily defined or reduced to a simple mathematical equation - accordingly it is not easily measured.
- B. Leadership must be adjusted to the nature of the group to be led.
- C. Any discussion of leadership will be tinged by the personality and experience of the individual who conducts the discussion.
 1. Mr. Bailey pointed out that his experience had been largely with scientists and professional specialists - his approach to the subject, he felt, would be affected by that experience.
 2. It is well to recruit men with varied backgrounds of experience and responsibilities to discuss the subject of Leadership.

II PRESENTATION

- A. Administrators should have broad training preliminary to specializing.
 1. It is difficult to train young people in the field administrative leadership - by comparison technical training is relatively simple.
 2. Formal training in administrative leadership with those "who have arrived" is possibly the better approach.
 3. Many of the attributes that lead to promotion are the same as those found in the administrator.
 4. Administrative leaders should encourage younger associates to indulge in broad training in administration at some stage in their education.
 - a. Intricacies of details are becoming actually simpler - what is true of physical sciences is also true in other areas of human interest.
 - b. Teach fundamentals - details change too quickly.

5. Lincoln said: "I will prepare myself, and my chance will come."
 - a. Since we have no formal way of training in leadership, thusly, we must be prepared, in a broader sense.
 - b. Recommend broad reading, and in-service training so that one knows what his technical associates are talking about.
 - (1) But when you don't know, admit it and look for the answers.
- B. Don't be critical of junior associates. Study them, and make the best use of their capabilities. Don't expect them to be perfect or infallible - neither are you.
 1. Spinoza said, "I have endeavored not to laugh of human actions, not to groan over them, not to detest them, but to understand them."
- C. An Administrator (boss) should make an objective analysis of himself. "Meticulous elucidation of the perfectly obvious."
 1. Admit mistakes and constructively attempt to do something about them. That tends to make others, including your bosses, respect you.
- D. Pass along suggestions to junior associates and let them develop some of the details.
 1. Parcel out work even though you could perform the task with greater competency.
 2. It is better that things move - timing becomes significant.
 3. Give credit for accomplishments.
 4. Avoid ambiguities. Speak with precision. A successful administrative leader should train himself in communications.
 5. Use simple words.
- E. Train an under study. The natural fear of a more competent associate is more than offset by the more efficient operations when you must be off the job. This will reflect credit on you.
 1. An administrator will not last forever, and thus it is his duty to society and his organization to leave efficient administrators behind him.
- F. Leaders make sacrifices. Other men who specialize more highly in restricted fields naturally and properly receive credit for their technical and scientific discoveries.

G. Administrators should bridge the gap between his men and the public which they serve. This is in reality, a public relations job, but also protection in the long run.

1. Make the public aware of fundamental policies and reasons therefore.

2. This requires rhetorical skills, a degree of logic and philosophy that goes with technical details.

H Administrators must accurately appraise younger colleagues and hold them to the highest level of their competence and capabilities.

III DISCUSSION

Questioning brought out that:

A. One of the responsibilities of leaders is to attempt to identify leadership qualities in younger associates and to encourage them to develop themselves to that end.

B. Not all human beings have qualities of leadership. Some people have to be the "crew" but among the crew are the potential "captains" of the future.

C. There are individuals in every group that like to remain individual performers.

D. It is difficult to generalize on the relative importance of knowledge of subject matter to leadership qualities. A leader who is the head of a technical group should know the general area of technical aspects. He probably can't get all the details but should know general principles. When technical details become numerous, organization of various levels of administration is very important.

E. Administrators should appraise young subordinates as articulately as possible. Show fairness at all stages. Be reasonable in making assignments to people that are beyond their capabilities. Have people, though, work up to the limit of their capabilities.

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SUPERVISION: DEVELOPING ASSISTANTS; DEVELOPING SKILLS; RELATIONSHIP BETWEEN EMPLOYEE AND SUPERVISOR

By Daniel B. McGraw

Summary: Harry Karasov

SUMMARY

I INTRODUCTION

Supervision undertakes direct face to face oversight of tasks assigned to individuals or small groups in order to assure correct and adequate performance. Its purpose is efficiency - that is, making the most of men, materials, machinery and methods.

Effectiveness is determined by the total of the used abilities and attitudes of its people. Three thoughts stand out:

1. Abilities and attitudes
2. Effective ability is used ability - not unused
3. All the people, not just the top people

Attitude of employees is heavily influenced by supervision. To the employee, the supervisor symbolizes the organization. Ex. harsh, pleasant, unstable, etc.

Abilities - Supervisor can't claim for supervision those abilities reflecting prolonged professional training, but he does have everything to do with how those abilities are used. It is the supervisor who makes sense out of the transition from theory to practice and who determines how certain abilities are developed.

II EMPLOYEE-SUPERVISOR RELATIONS

Because employees and supervisors are human, efficiency comes down to a matter of human relations. This is very obvious, but the fact remains that human relations factors of situations are usually the last thing we get around to attending to.

A study was made in the Boston area of employees of 3 different companies each of which maintained entirely different industrial relations environment. Despite the fact, one company was hard-boiled, the second amazingly lax and the third well-balanced, all the employees agreed substantially what makes a good supervisor. These were

1. Personal consideration. Wants to be treated with courtesy, kindness, etc.
2. Impartiality. Play no favorites.
3. Job Competency. Must be technically competent.

4. Knowledge of his men's performance - They need and desire job security, appreciation and respect.

5. Must have control of the work group - Must take remedial action where necessary.

6. Straightforward and decisive - Say what he's thinking.

7. Avoid Over-Familiarity - Against unrestrained social mixing.

How does the supervisor go about giving the employee the things he wants.

1. Personal consideration. Look upon him as a member of the team by words and actions. Listen to his suggestions.

2. Respect the authority you give him. Don't try to run projects you give him to do.

3. When you give orders, base them on the "law of the situation." Don't say "Do this because I said so". An order comes from the facts not from the supervisor.

4. Integrate with him.

5. Make him welcome with any problems.

6. Establish fair intelligent rules and apply them equally.

7. Give him a chance to do the job.

a. Good instructions

b. Written procedures

c. Where necessary, clear delegation of authority

d. Work measurement

e. Work standards

f. Quality control

8. Give him the tools to do the job better - knowledge of work simplification.

9. Learn to communicate with him.

10. Rate the employee - not annually or semi-annually but on a day to day basis.

The Democratic Approach - Ordway Tead states that ideals of democracy can serve as the basis of our badly needed social skills. These ideals are usually expressed in terms of rights implying their essentially moral and ethical nature. Some of the more significant rights are:

1. The right of every man to be treated as an individual and respected as a person.
2. The right of every man to a voice in his own affairs, which includes his right to contribute to the best of his ability in the solution of common problems.
3. The right of every man to recognition for his contribution to the common good.
4. The right of every man to develop and make use of his highest capacities.
5. The right of every man to fairness and justice in all his relationships with superiors.

This is a practical approach that is being developed, perfected and pursued by private industry at a growing rate. Practically all employees want "democratic administration" in their relationship with supervisors.

III DEVELOPING ASSISTANTS

Bringing out the greatest potential of our people is one of our goals in democratic administration.

Developing assistants will help an organization in the following ways:

1. Provide for organizational continuity.
2. Chance to find out who is best qualified and give actual training on the job.
3. Hold our people and permit orderly development of replacement policies.

Who shall we develop:

1. Pick someone who believes in the philosophy we are discussing and is capable of practicing it.
2. Pick someone who is a leader and can be a leader.
3. Someone who can technically handle the job and who is probably fit for future promotion.

How shall we develop him:

1. First of all establish proper relationship with the person - let him know what is going on, what you have in mind.

2. Be specific and unambiguous in assignment of responsibility and authority.
3. Rate him carefully and advise him in how to improve. Do it continually, not just once every year or six months as required by regulation. This implies close attention to his performance.
4. Put him into leadership situations. Conference leadership, order giving, grievance handling, presenting proposals "upstairs", etc.
5. Provide technical training for him on the job and any other way possible. Part of any supervisor's training should include work simplification or more generally problem solving.
6. Insofar as possible create an environment conducive to the exercise of initiative, brains, knowledge, etc.
7. Most important, by your own example demonstrate what good supervision is. Teach him in matters of control, communications, conference leadership, how to deal with people, in disciplinary situations, in recognition situations, presenting of proposals, etc.

Remember always that you are dealing with humans. There is a statement that reads "The greatest thing that can be said of any man is that he is a builder of men".

DISCUSSION

"Democractic" administration is different from "good" administration. In our society there are certain ways we operate. The more democractic philosophy we can instill in day to day situations the better off we will be. This doesn't mean the process of making decisions is unilateral but we should use combined knowledge, brains and experience to come up with the decision. We should use it on the installation or change of procedures. Ask the employees what their ideas are. Don't slap them in the face by telling them "this is it".

Employees and supervisors should be trained in work simplification. They should have the fundamentals of work supervision so that they can make suggestions. Train employees so they will be able to judge if their ideas are good.

There is too much compartmentalization. We have Hospital Administrators, Social Administrators, Business Administrators, etc. Principle of administration are the same. We should have more generalists and fewer specialists.

Mr. McGraw discussed the question of the relative value of the supervisor who gets along well versus the man who knows his job better but doesn't mix. He felt that the supervisor who can deal with people and mix well will get further. A supervisor can get more out of the combined efforts of all of his people than he can get out of just himself.

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MOTIVATION, STIMULATION OF EMPLOYEES

By Herbert Heneman

Summary: John Kroeber

SUMMARY

Motivation is a "Shangrila" that we're striving for. We don't know all the answers and it needs further study.

Objectives of Motivation of Employees:

1. Improved job performance - efficiency.
2. Job satisfaction of employees.
3. Employee stability.

Morale and Productivity are not necessarily tied together. Employees who have the highest morale don't always have the highest productivity. More study is needed about the relationship of morale and productivity. Try to balance them.

Two methods of employee motivation:

1. Tight discipline - Russian system.
2. Democratic method with employee participation - Our system.

Motivation is an individual problem.

Employee behavior is determined by Morale and Attitudes.

Factors important to employees are:

1. Job security.
2. Opportunities for advancement.
3. Type of work.
4. Pride in the organization.
5. Pay of co-workers.

Women have a different set of standards than men. They are most interested in Co-workers, Cleanliness of surroundings, and the kind of job it is.

The attitude of workers toward their jobs depends upon:

1. Family background.
2. Personality.

3. Emotional stability.

4. Adjustment to the job.

The behavior factor is tremendously important. To obtain greater efficiency, the employee must be given Job Satisfaction and Job Stability. Supervision should be democratic and inspire pride in work. Work should be laid out so people understand it. Give employees a variety of work. Set goals for production - weekly is best. When no chance for advancement exists, fit employees into larger scheme where a chance is possible. Communicate with each employee - don't have orphans. Hear grievances and arrive at solution. Study absenteeism and find causes.

Reasons for Turnover:

1. Just don't like job.
2. Don't like supervisors.
3. Don't like fellow employees.
4. Personnel policies.
5. Community service - housing.
6. Family.
7. Other job opportunities.

Fatigue and Monotony

Fatigue is disappearing because of mechanization but, monotony is increasing. The machines do so much of the work that a man doesn't have to think. Monotony factors are mechanical pacing and repetitiveness. The remedy is varying work assignments even though it is counter to the findings of efficiency experts.

Take preventative attitude to avoid turnover rather than treating symptoms.

1. Talk over grievances with employees.
2. Know how to get to origin.
3. Know how to get the facts.
4. Know how to save face of both parties.

Technique of coping with absenteeism.

1. Punitive action where necessary.
2. Allow employee time needed to see doctor or dentist.
3. Bonus for good attendance.

4. Further study should be made.

The negative aspects of motivation have been stressed too much, must emphasize the positive.

PROGRAM EXECUTION: RESPONSIBILITY, AUTHORITY, CONTROLS, INSPECTIONS, REVIEWS

By Merle S. Lowden

Summary: Louis C. Hermel

SUMMARY

The job of program execution brings many elements of Administrative Management into the picture. They tend to overlap and must fit together; usually they do not come up independently.

I. PROGRAM EXECUTION

A. Environmental background

1. Need for informality.
2. Freedom for action - without shackles - red tape problems.
3. How properly achieved - items necessary.
 - a. Acceptance of principle of Christian Doctrine - the person is the important thing - ethical behavior - integrity.
 - b. Acceptance of a person in a group - have group help in selection if possible.
 - c. Appreciation by group of individual contribution - this requires knowledge through staff conferences, house organs.
 - d. Personal satisfaction of each with his part - must have feeling of being treated fairly.
 - e. Each individual must feel competent or that he can become competent - must not feel that he is likely to fail.
 - f. Sense of doing something worthwhile - a bit of missionary in each of us.

B. Executing the Job

1. Importance of an underlying theme - an association with something pleasant.
2. Selecting and rejecting activities - have the feel of the times and other programs.
3. Must have good communications within the organization - an understanding by all.

II. AUTHORITY AND RESPONSIBILITY

- A. Authority is the power to make decision and issue orders. Responsibility and accountability go with authority.

- B. Delegation of authority - the investing of one executive with the authority to act for another.
1. Officer may delegate authority and with it a degree of responsibility but he cannot relieve himself of responsibility.
 2. Only an officer's superior can relieve him of responsibility.
 3. Abuses of delegation.
 - a. Executive who delegates little - must see, examine, approve every detail.
 - b. Executive who delegates everything - but does not coordinate or keep account of the work.
 4. Limits to delegation - officer should not delegate beyond:
 - a. Where he can give supervision to delegated work.
 - b. Where he can participate in developing and keeping abreast of technical standards.
 - c. He does sufficient training to know subordinates can follow policies and procedures.
 - d. He can keep the feel of how things are going - fully coordinated.
- C. Essentials of Authority.
1. Must be both delegated and accepted to be effective.
 2. Line of authority must be clearly understood - best to be written.
 - a. Many organizations have a statement which sets this up.
 - b. Reasons for clear-cut obligation - employees must know:
 - (1) To whom to go to for advice and counsel.
 - (2) To whom to look for supervision.
 - (3) How to find access to higher authority.
- D. Problems of Authority in Line and Staff Organization.
1. Staff must understand limits of authority.
 2. Line officer gets his position and his authority from his rank.
 3. A "pure" staff man's authority comes from his qualifications, i.e. the "authority of ideas".
 4. Often impossible to draw sharp lines - advisable to have zones or bands of authority.
 5. Appeal of exception - if line officer objects to orders of functional staff he can appeal to line superior.

III. CONTROLS

- A. Meaning - "Knowing that the execution is proceeding according to plans and policies laid down". It is the follow-up on assignments (is like a governor on an engine).
 - 1. Includes many methods and devices.
 - a. Audits
 - b. Inspections
 - c. Budgets
 - d. Reports
 - e. Reviews
 - 2. Includes not only collecting information but also devices to bring it automatically to attention of person responsible when managerial action is required.
 - 3. The objective of inspection in a public agency is to determine if the responsibilities of the agency to the public are being met.
 - 4. Planning is the foundation of control - objectives and goals must be set before performance can be measured.
 - 5. Do not centralize controls - keep controls at lower levels.

IV. INSPECTION

- A. Meaning.
 - 1. In limited sense means "fact finding".
 - 2. Often combined with planning, supervision, training, communication and coordination.
 - 3. Word has come to have an adverse connotation-people tend to avoid using it.
- B. Kinds or Types.
 - 1. General or integrating - covering all activities.
 - 2. Functional or specialized (one job only).
 - 3. Special service (more training than inspection).
 - 4. Board of Review.
 - 5. Self-inspection.

C. Essentials or requirements for good inspection.

1. Have a plan of what you are going to do.
 - a. This should be based on your objective.
 - b. Let those to be inspected have a part in preparing the plan and getting ready.
2. Make the necessary preparations.
 - a. Review previous inspections.
 - b. Assemble or find out where information or related data can be found.
 - c. Schedule well in advance and let those to be inspected know what you will cover.
 - d. Inspector should have a thorough background and knowledge of the work program.
3. Performance should be checked against an established standard or specification.
 - a. Should be agreement on what to look for, i.e. what standards are - means inspector must know them.
 - b. Must be facts and not opinions.
 - c. Must consider conditions under which work is done.
 - d. Should be thorough and analytical.
4. Must be regular, systematic and complete.
 - a. Well to have a regular schedule - possibly annual.
 - b. All types of work or products should be covered.
 - c. Enough to insure product is up to standard - more is waste (repeated inspections can hurt morale).
 - d. Should include plans, knowledge, training, capacity and morale.
5. Be human.
 - a. Note good as well as bad work - commend it.
 - b. Consider plans of those being inspected - hours of work.
 - c. Be friendly - take it easy.
 - d. Show fairness.
 - e. Be diplomatic.
 - f. Have attitude of working with those inspected, listen to their problems.

6. Prepare a report.
 - a. Try to reach agreement on findings and action needed.
 - b. Written report has many advantages.
 1. Persons or unit inspected should have record.
 2. Record for future reference and to others.
 3. Assists coordination.
 4. Clarifies conclusions and verbal discussions.
 5. Provides a means for follow-up.
 - c. Preferred to be prepared on the ground.
7. Coordination and follow-up as result of inspection.
 - a. Results should be reflected in future plans and policies.
 - b. Deadlines for progress reports should be set.
8. Remember results are what is wanted.
 - a. Lay ground work for follow-up action.
 - b. Keep objective in mind at all times.

D. Reviews - usually means examination of a program.

1. Should be done before new plans are made.
2. Pertains more to plans than their execution.

COMMENTS:

During the discussion period it was brought out that emphasis should be placed on bringing out the good points and to pass on ideas. Also, that inspection teams usually were made up of two men, combination of line and staff. Frequency of inspections would vary with indicated needs, but recommended advance scheduling.

In most organizations with multi-functions, recruitment of inspectors was not good practice, but inspectors should be selected from organization and at the desired level.

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RATING PERFORMANCE

By Randolph Jouno

Summary: W. W. Russell

SUMMARY

Performance Ratings

Purposes of performance ratings -

1. Measure employee performance.
2. Increase efficiency.
3. Provide information to management.
4. Inform employees of what is expected of them.

Present performance rating system designed to -

1. Inform employee of needed quality and quantity of performance.
2. Inform employee of his performance in both quality and quantity.

Performance rating system depends for success on good supervision. Supervisors must be sold on the value and importance of it to make it function successfully. Employees must be fully informed of the value and use of the system. This can be accomplished by -

1. Orientation at the time of employment.
2. Review annually or more frequently.

Periodic interviews to review performance are most successful when:

1. Supervisors are trained and prepared.
2. Employee has knowledge of system, and knows purpose of interview.
3. Employee is at ease.
4. Employee participates.
5. Employee knows the door is open for future discussion.

For a successful merit rating program, standards of performance are needed.

Performance Standards

Performance standard is a statement of what constitutes adequate (fully satisfactory) work.

Study and analysis are required. The better the standards of performance, the better the supervisory job that can be done.

1. Should include employee participation.
2. Final draft needs to be result of employee and supervisor participation.

Development of performance standards require analysis of job and description.

1. Set tasks. (A task is a part of a job which produces a single work product or effect.)
2. Determine what normally should be expected of employee in task.
3. Performance should be attainable. Standards should be satisfactory for the satisfactory employee, and must not be beyond attainment.

Standards of performance should indicate:

1. Quantity (How much?)
2. Quality (What kind?)
3. Time (In how much time?)
4. Manner (In what way?)

Performance standards are tools of management for:

1. Improving employee performance
2. Informing employees
3. Estimating budgets
4. Planning training programs
5. Creates understanding of program and objectives, and
6. Strengthens supervisor-employee relationships.

EMPLOYEES FUNCTIONING AS A TEAM

By G. L. Harmon

Summary: Joe Culbertson

SUMMARY

Men in management positions are aware that new or increased forces influence their relationships with, and accomplishments through, people. These are higher educational levels, better employee information, labor legislation, etc. The one technic of management needed most is participation. The conference method, with its philosophy and technic, is participation in action.

One of the dominant facets of management skill is recognized as "participation and teamwork". The conference method is participation in action.

1. One of the most important management tools is participation - both getting and giving it.
2. Everyone faces conflicts in both social and business life. Social conflicts may be eased by picking friends or walking out on unpleasant situations. Associates cannot be picked on the job nor can we walk out of unpleasantness or choose the best outlets for our talents. It is essential for all in management to work with people in such a way as maximize the contribution of each individual.
3. The means of increasing the productivity of people is inseparably bound up with increasing their job satisfaction.
4. Aside from technical competence, executives need:
 - a. Full utilization of human resources.
 - b. Contributions of knowledge, ideas, spirit.
 - c. Greater dependence on follow-through.
 - d. More basis of reference.
 - e. Broader basis of judgment.
 - f. Full-time teamwork.

The conference method is a technic to meet these needs. It is both a state of mind and a technic. The state of mind is an attitude by which the conference leader is willing to question and explore, be continually curious about the other fellows ideas, experience and knowledge. The conference method is also a technic in that it must be planned. The following 5 steps are given as an example of the procedure to follow:

1. The Situation: This consists of explaining what the meeting is about.

2. The Problem: In this step the problem involved, the thing that is going to be discussed, is presented with an explanation of why it is necessary, the issues and the conditions involved. This is the most important part of the procedure and must be dealt with broadly and patiently.
3. Possible Solutions: The discussion at this stage must not be restricted so that all possible solutions may be presented and examined. The advantages and disadvantages may be explored.
4. The Best Solution: After discussion of the various possible solution, ask for a decision as to the best solution. The majority should be in agreement on this best solution.
5. Action: This step consists of making the necessary steps to carry out the assignments, timing, etc. The question, "Who is to do what?" must be clearly decided.

These five steps of problem-solving thinking make up the natural process of group thinking and are the conference method. This method has wide and varied application. It can be -

1. The outline skeleton for a conference.
2. The outline for a counseling interview.
3. The procedure to solve a problem by yourself.
4. The pattern for just two to confer on a subject.
5. A good structure for a speech.
6. A practical teaching outline.
7. An outline for any type of committee meeting.

SUMMARY:

1. The demands upon management are such that it is well to perfect the use of any device that enlists the resources of skill, experience and knowledge of as many people as possible.
2. The conference method is participation and teamwork in action.
3. The conference method is both a state of mind and a technic.
4. "A state of mind" means an inclination to want to know what the other fellow knows, to ask first, rather than tell.
5. The technic of the conference method consists of the five stages of normal unrestricted group thinking.
6. This technic can be learned and applied by anyone in a variety of situations.

PERSONNEL RECRUITMENT AND SELECTION

By John Jackson

Summary: C. W. Whitson

SUMMARY

I INTRODUCTION

A. General Remarks

1. This is not a new field but has been developed extensively in recent years.
2. Civil Service is considered by many as an entity in itself.
3. Others consider Civil Service as a cure-all for administration problems.
4. Another group considers Civil Service as just "red-tape" that hampers operations.
5. Often Civil Service is used as a crutch upon which a weak administration leans. It is used as a "whipping boy" for administrative failures.

B. Minnesota State System

1. The Minnesota system is young as compared with the Federal system. It was established in 1939.
2. The original law had the backing of many diverse groups that were interested in good government.
3. Problems in administering the system are basically the same as the Federal or a municipal system.
4. Minnesota system is generally similar to other state systems.

C. Important legal stipulations in Minnesota law

1. Examinations are limited to U. S. citizens.
2. Applicant must be a Minnesota resident two years prior to examination.
3. Law states desirable rather than minimum qualifications.
4. Law contains strict and stringent veterans preference for both appointment and promotion.

II BASIC ASSUMPTIONS IN RECRUITING

A. Service must have something to sell such as:

1. Meaningful jobs. Recruiter must be able to sell the job. The job needs good sales points.
2. There must be promotional opportunity. Minnesota must use promotional examinations whereas the Federal system promotes on administrative basis.
3. Positions must convey the idea of service to the state.
4. There must be an adequate salary scale. Minnesota ranks from seventh to tenth in salary scale among states. California and New York head the list. The scale is below the Federal service especially for clerks, typists and stenos.
5. Position must have job security. Minnesota employees have right of appeal to Civil Service Board and District Courts. This makes it difficult to discharge incompetent employees.
6. Must be able to offer adequate sick and annual leave system as well as a good retirement system. Private industry often has better retirement systems than public service.

B. That ways can be found to bring these points to the attention of potential applicants.

III RECRUITING METHODS

A. Lack of money is the main handicap in performing an adequate job of recruitment. Have difficulty in getting job opportunities called to the attention of potential applicants.

B. Tools Used

1. Mailing lists.
2. Minnesota has gone into St. Paul high schools to get stenos and typists. This is done during February and March by giving the tests at schools.
3. Minnesota has gone into colleges and the University to recruit graduates.
4. Service can advertise in newspapers and trade journals. The radio is also used. This method is expensive and only limited use can be made of these facilities. The radio has not been too successful, the newspapers are much better.

5. The services own employees are one of the best sources of recruits.

6. The use of internships has been effective in recruiting.

IV METHODS OF SELECTION OF RECRUITS

A. Generally applicants are rated on written examinations.

1. Subjective tests are good but are difficult to rate. Variations in ratings have more or less eliminated this type of test.
2. Objective tests are easier to handle and are therefore more generally used. The points covered or questions asked must be carefully screened by experts.
3. The use of application blanks and references are the most dangerous tool to use in measuring applicants. Applications are usually too general and experience cannot be rated. Reference letters are notoriously incorrect in their appraisal including those from industry.

B. Promotional recruitment is based on supervisors performance rating, seniority (required by law) and oral interviewing.

1. Interviewing has often been done by using boards of experts. Citizens will donate their time and generally are very happy to be of service.

V. FUTURE TRENDS

- A. Considerable more effort will be made to rededicate employees to service idea - to keep them on their toes - inspired. Each employee must sell the service to the public.
- B. More emphasis will be placed on personality testing. We must find the recruits or employees emotional stability level especially for those in medical and mental health fields.
- C. There must be complete divorcement from politics. There shouldn't be uncertainty with the change of administration.

VI DISCUSSION PERIOD

A. Sick leave

1. This is a most aggravating problem. It is difficult to police absenteeism. Minnesota Civil Service requested a state nurse from last legislature but failed to obtain one.

B. Public Opinion

1. Employees themselves should participate in civic affairs as one method of improving public opinion of government employees.

2. Present employees should be trained to present the government employees picture to various civic groups such as PTA, etc.
3. The National Federation of Federal Employees has been conducting a campaign to correct adverse editorials and newspaper articles by writing editors and papers regarding federal employment.

C. Interviewing Applicants

1. Line supervisors should interview applicants for positions. Both applicant and supervisor benefit from these interviews.

D. In Minnesota service almost all recruitment must be through Civil Service. There are a few exceptions such as lawyers.

PERSONNEL TRAINING AND DEVELOPMENT

By Frank Peiper

Summary: T. H. Stewart

SUMMARY

In his opening remarks Mr. Peiper read a quotation from "Dynamic Administration" by Mary Parker Follett in which the author pointed out that "it is one of the leaders chief duties to draw out the abilities of those under him. Leader and teacher are synonymous terms." The best type of leader tries to develop through education and training. He must have the ability to do this. He must educate and train men to work with him. The development of this subject is outlined as follows:

The Functions of the Administrator and Supervisor:

1. Plan work
 - (a) Set goals
 - (b) Budget funds
 - (c) Schedule work
2. Analyze work
 - (a) Simplify work
 - (b) Standardize work methods
3. Orient workers
4. Train workers
5. Assign work
6. Follow-up on work
7. Evaluation of work

Thesis - The administrator in carrying out all of these functions serves as educator who trains and develops employees.

What skills does the Educator need?

Training skills of the Administrator -

1. Information giving
 - (a) Oral
 - (b) Written

2. Interviewing
 - (a) Group
 - (b) Oral and written
3. Emotion arousal

Through the use of these skills the Administrator can carry out his functions.

1. Planning Work - How do you go about it?
 - (a) Self - tell or order
 - (b) Persuasion
 - (c) Be an Educator - Administrator by using training skills - giving information to all while plans are being made by
 - (1) information giving, (2) interviewing to get ideas and explain reasons for decisions.

Planning is information gathering and problem solving. We cannot however, eliminate the decision making function of the Administrator.

2. Analyze Work - Do you analyze? Do you simplify work? Do you standardize methods?

Get everyone involved in training and work analysis.

3. Orient workers - use all training skills and tools. New employees need information about all phases of the organization. Use emotion arousal. Orientation is not only for new employees.
4. Training workers - Development and carrying out of skills program. Employees will get training out of analysis of work. The Administrator has two phases:
 - (a) Building of skill training programs.
 - (b) Carrying out of skill training programs.

He should participate and show his interest in them.

5. Assign work - How do you do it? Are you being a trainer? Do you get full acceptance? Do you get full benefit and completion of jobs? Do you distinguish between the use of various methods of attaining satisfactory completion?
6. Follow-up work - How do you use these skills to develop employees?
 - (1) Punishment?
 - (2) Giving information?
 - (3) Discussion?
 - (4) Renew emotional interest?

7. Evaluation of work - Do you evaluate work? If so, how?

Do you use -

- (a) Educational process
- (b) Gather information by questionnaires
- (c) Have work evaluation conferences
- (d) Scheduled individual interviews

Analyze your own methods - symptoms:

Are you satisfied with productivity?

Do you have good morale?

Are you satisfied with rate of turnover?

Refusal to accept change?

Gripping?

The Administrator is performing the functions of Administrator or Supervisor whether he realizes it or not. The goal is to improve methods of using these skills. Research shows that the Administrator who effectively uses all of these skills has high productivity.

Discussion

In response to a request for suggested techniques of training Mr. Peiper recommended (1) conference method, (2) lecture, (3) use of films.

It was pointed out that training is a constant process that goes on all of the time. On the job training is the best way of development.

Mr. Peiper emphasized the fact that every Administrator is a Supervisor and every Supervisor is an Administrator. The Administrator needs training in arriving at a balance of training.

It was also noted that the employee should be placed in a position of motivating himself. He should be encouraged to do his own analysis and training through the use of incentives and providing him with avenues to progress and learning of new skills. This particularly applies to older employees who need re-orientation.

PROGRAM PLANNING AND WORK SCHEDULING

By A. K. Wickesberg

Summary: Dr. J. D. Lane

SUMMARY

A plan is a specification of the forces, factors, and relationships required for solution of a problem; a course of action.

The features of a good plan are:

1. Objectivity - Be specific, realistic, factual, and free of emotion and bias.
2. Futurity - Project your plan into the future. Plans made on a high executive level should look farther into the future than plans made on a lower level.
3. Flexibility - Allowances should be made for tolerances or minor alterations in order to maintain initiative.
4. Comprehensiveness - Give thought to all aspects of the plan but don't make the plan so all-inclusive that it restricts employees in the accomplishment of their duties.
5. Clarity - Keep the plan simple. Avoid a plan that would be subject to a variety of interpretations.

Factors to be considered in planning are:

1. Objectives of the plan.
2. Policies to be considered or initiated.
3. Functions of the plan when activated.
4. Physical factors such as necessary tools or geographical areas to be considered in a program.
5. Personnel as they bear on the problem.

In measuring the amount of control we have over a specific program we should consider quantity, quality, time, and expense. Thus we should determine the amount of change we want, the type of change, how long a period of time this will take, and the cost of the change.

There are many methods of planning but the most desirable plan is usually formed with a group of planning elements to be considered in a logical and orderly manner. This places planning on a scientific basis. The following elements compose a scientific approach to planning.

1. Recognize the problem.
2. Make a preliminary observation and analysis.
3. Discuss tentative solutions.
4. Test the proposed solutions hypothetically or actually.
5. Decide which solution is the best.
6. Test the solution.
7. Present the solution to the group where compromise may be necessary.
8. Activate and install the plan.

Another scientific planning method is used by the armed forces and starts with a definition of the problem, and then all possible courses of action and reaction by an opposing party are discussed until one specific plan is judged as best.

Other factors to be considered in planning are the importance of gaining the initiative by the formation of a program; and the importance of having as large as possible a group participating in the program planning so that the enthusiasm of those who have helped to develop the plan will be of more help in activating it. Also independence of opinion must be respected in discussing plans and often a check list is valuable as a thought starter in planning a program. And, last but not least, keep the thinking at a planning level in a creative vein rather than allowing a negative approach to prevail.

Work scheduling determines when and at what rate a project or program should be completed; it converts quantitative time to chronological time objectives.

Important factors to be considered in work scheduling are:

1. When the objective must be met or completed.
2. How the objective will be met.
3. How long it should take to accomplish the objective.
4. Which project should have the most time and energy devoted to it.
5. The amount of work to be done.
6. The assurance that physical and human factors will be available as needed.

As an aid in scheduling we may set up a set of standards or norms for our tasks to determine how much work each individual should be expected to do in a specific time.

During the discussion period Mr. Wickesberg brought out that cost in program planning isn't being considered enough. To help in this weakness, he suggested we can analyze past records as to cost, keep our staff groups small in numbers to keep cost down, and refrain from over-planning.

WORK SIMPLIFICATION

By Vern Comstock

SUMMARY

Stanley Block was unable to attend workshop because of illness. He furnished three films that related to the subject of work simplification. A. K. Wicksburg discussed the topic briefly following the showing of the films.

First Film: "Work Simplification"

Film portrayed several examples of simplifying office activities by rearranging the "place of work" in order to reduce motion, reduce fatigue, and save time, thus increasing efficiency. Activities used as illustrations were: (1) alphabetical sorting of file labels, (2) assembling loose leafs of reports, (3) use of Tab-file for increasing accessibility of frequently-referred to files, (4) arranging desk accessories for ready accessibility, (5) and the use of templets to reduce eye strain.

Second Film: "Methods Analysis"

Film demonstrated four basic areas for work simplification:

- (a) Eliminate an activity, operation or motion
- (b) Or combine with another activity
- (c) Or change sequence of activity
- (d) Or to simplify activity or operation

The film pointed out the importance of obtaining the cooperation of employees in a program to improve work procedures.

Third Film: "Motion Study Applications"

Studies were made of motions required to perform certain tasks and it was shown how different techniques could be used to reduce motions required to perform the same task. Activities were analyzed by first dividing the motions into five categories:

- 1. Operation
- 2. Transport
- 3. Storage
- 4. Delay
- 5. Inspection

The motions were plotted on "Flow process charts" and "Flow process graphs."

Those motions which occurred most frequently, took the longest time, or appeared to be bottle-necks were the most likely areas for reduction of motion.

FINANCIAL PLANNING (BUDGETING)

By C. C. Ludwig

Summary: F. J. Bohling

SUMMARY

Financial planning is a broad field which may even embrace an appraisal of the tax structure. Therefore, several viewpoints of budgeting must be recognized, namely:

1. The Economist, who is concerned with its social implications or the burden of taxation.
2. The Political Scientist, who views the budget from the standpoint of its administration and relationship between different levels of government.
3. The Accountant and Auditor, who are more concerned with devices for developing and executing the budget. This is also most frequently the viewpoint of the administrator.

It should, however, be pointed out that fiscal devices are not an end in themselves but rather a means to an end. Rules, regulations or limitations are necessary in a large bureaucracy, but financial planning must consider services to be rendered. Budgeting should be viewed as a plan to render service or accomplish a purpose.

Three distinct stages in the budgeting process are:

1. Preparation: This occurs at various levels of administration. In a strong executive branch, such as is found in the Federal and most state governments, the budget is considered by the chief executive or his staff before it is recommended to the legislature.
2. Consideration by the legislature: This may include public hearings prior to adoption, with or without modification. The final action or appropriation act usually constitutes the authorization to incur obligations. In municipal governments, the tax levy, involving considerations of whether certain projects will be financed by service charges as distinguished from tax support, may be included with the appropriation act.
3. Administration and enforcement: This is a function of the executive, and requires a sound accounting system.

A budget should be flexible. There has been a recent trend toward lump-sum appropriations, or at least toward broader classification of items in the budget. An appropriation act which itemizes proposed expenditures in great detail is inflexible, does not provide for emergencies except when it includes an item for contingencies, and may easily hinder accomplishment of its purpose.

Funds are financial entities and are usually required by law. They may distinguish the character of revenue. The classes of funds which may be found in a governmental unit of comparatively large size are:

1. General
2. Special Revenue or Dedicated Funds
3. Working Capital or Revolving Funds
4. Utility - found when government operates a public utility
5. Special Assessment
6. Sinking Funds
7. Trust and Agency
8. Bond Funds

In answer to the question as to what funds should be budgeted, it would be easy to say in theory that all funds should be budgeted. However, some funds are restricted or provided for by other legislation so that they do not enter into the budgeting process; for example, the local character of special assessment funds (derived from assessment of property to be benefited by an improvement) or the agency nature of "Trust and Agency" funds usually exempt them from budgeting as such.

Expenditures may be classified:

1. Fund
2. Organizational unit responsible
3. Function, i.e. activity or purpose
4. Object
5. Character, i.e. current operations or capital outlay

Performance budgets emphasize the function or activity instead of objective Classification. Advantage of performance budget is that it brings work and service information into budget document.

It was pointed out that the administrator can assist policy-making officials by suggesting alternative courses of action during the budget preparation procedure, and that the former have a responsibility to appreciate the political implications of such alternatives and of financial planning.

BUDGET EXECUTION - REVIEWS, CONTROLS, ETC.

By E. A. Heilman

Summary: F. J. Sexton

SUMMARY

Preliminary Statement

Usefulness of a budget is based on:

- (a) How carefully it is prepared
- (b) How closely it is followed

This discussion deals principally with the latter, i.e. principles of review and control.

Steps Necessary in Carrying Out a Budget

- A. Proper assignment and division of responsibility.
- B. Set up accounting classification closely in accord with appropriations. Most useful classification is functional. Functional classification indicates exercise of control at point of utilization.
- C. Set up system of accounts - General ledger and subsidiary, which show current status of appropriations:
 - 1. Amount of appropriation.
 - 2. Expenditures against appropriation.
 - 3. Commitments against appropriation.
 - 4. Unencumbered balance.
- D. Prompt recording of expenditures.
- E. Prompt recording of obligations or encumbrances.
- F. Prompt discovery of trends or deviations:
 - 1. Important control point for execution of current period's budget.
 - 2. Patterns for succeeding years' budgets. Probably not theoretically sound approach but usually used as a practical starting point.
- G. Authorizations - Determine who has the right to commit the budget.
 - 1. Control by Central Office through prompt reports.
 - 2. Control by pre-audit of commitments.

- H. Allotments by time - Breakdown of authorizations by monthly quarterly, etc. limitations. Sometimes limited by revenue when income from operations, tax proceeds, etc. involved, are fairly constant.
- I. Constant and frequent study and comparison.
 - 1. Comparison of expenditures with budget.
 - 2. Comparison of actual revenues with estimated revenues.
- J. Pre-Audit of Expenditures - A check of disbursements for compliance with terms of authorization or budget prior to expenditure.
- K. Post-Audit - Important that audit be by disinterested party - Independence of auditor.

Common Shortcomings of Budgetary Control

- A. Lack of tests for efficiency of operations.
 - 1. Ineffective means of measuring quality and amount of work or services.
 - 2. Standardization of measurement lacking in regard to quantity and quality of services.
 - 3. Overemphasis of living within budget at expense of project or program efficiency.
 - 4. Too much stress on proper authorization (signatures, initials); insufficient weight given quality of value.
- B. Lack of incentives for savings.
 - 1. Human trend toward year to year freezing of items in budget.
 - 2. Inclination to spend all money appropriated rather than lose it or be asked to make further spending cuts in succeeding budgets.
 - 3. Executive discretion desirable but runs counter to principle of administrative (legislative) judgement.
 - 4. Should be provision for periodic reexamination to prevent common abuses and discover opportunities for savings.

Discussion

- Q. Does Budget Officer have responsibility for efficiency of execution?
- A. Execution, including setting of standards, is usually the responsibility of Administrative Management.
- Q. Does Budget Officer have responsibility for work simplification or methods?

A. Budget Officer is a Staff man and, as such, is only a helper or stimulator.

Q. Point made that control should be at point of utilization. Can't that be overemphasized?

A. Usefulness can best be determined at point of use - Example:

Quality of paper used in University of Minnesota Classwork.

Purchasing Department should control through use of standards.

The Film "The Inner Man Steps Out" - shown
at 1:00 P.M., Friday, February 19, is summarized as follows:

"THE INNER MAN STEPS OUT"

Named the best industrial training movie in 1952 by the Cleveland Film Festival, "The Inner Man Steps Out," is a highly entertaining and educational study of the psychological aspects of human relations.

The picture tells the story of Jerry Allen, a supervisor, who has trouble handling people--and himself--and whose earnest efforts to be "a decent guy" and follow good human relations rules backfire. He is seen in actual problem situations with his family, with the men and women he supervises, and with his boss. Through amusing animation sequences, the film explains the two "inner men" that exist within every individual--one intent upon finding and holding security and the other constantly striving for acclaim and importance. With the help of a third "inner man," Jerry realizes his own lack of understanding of the feelings and inner needs of others. Although he does not actually correct his mistakes in the picture, the viewer is left in a reflective frame of mind and will not only associate what he has seen with his problems, but will be led to make changes in his own actions in the shop or in the office--to think out and work out solution to his own problems.

A PUBLIC RELATIONS PROGRAM AS A PART OF MANAGEMENT

By Paul E. Miller

Summary: R. M. Douglass

SUMMARY:

I. Public Relations are a responsibility of management because

- a. Any agency or organization which is supported from public funds is dependent on public support and good will for its existence.
- b. Management must assume responsibility for actions of staff, which collectively determine public opinion.
- c. Management must assume responsibility for public appraisal of service agency is rendering.

II. Good Public Relations depend upon

- a. An efficient high type of public service.

A sound public relations program is directed to the end that people may be better served. A full program includes publicity, but it also includes consideration of every contact an organization has with the public through every member of its staff, its administration, and its constituency.

- b. Staff motivation to develop a public relations consciousness.

This in turn is dependent upon high staff morale. Staff morale results from sound management policies such as:

- (1) That executive officers giving their attention to policy consideration and leaving details to those who must carry them out.
- (2) Seeing that no one in the organization has more than one boss.
- (3) Insuring that each unit has its responsibility clearly defined.
- (4) Avoiding over-lapping responsibility.
- (5) Making sure that responsibility delegated to staff is accompanied by authority to carry out that responsibility.
- (6) Maintaining an "open door policy" and having all employees feel free to see the boss at any time.
- (7) Always maintain a genuine personal interest in staff welfare.

III. Implementing a Public Relations Program

- a. Position of Public Relations Director.
- b. Use of press, radio, etc.
- c. Place of house organs.
- d. Staff conferences.
- e. Personnel ratings.

"A good public relations program must not be a project - not alone something the director wishes done - it must be part and parcel of everyday work on the part of every person - technical and clerical - on the staff. Ideally, it must be both a conscious, and, as time goes on, an unconscious, or automatic, part of the day-by-day behavior of every staff member. It must become a way of life."

Further points brought out during the discussion

1. Local or county people's opinion of USDA services are largely a result of their personal contacts with the USDA employees and their programs being carried on in the counties. Favorable reactions resulting from courteous and efficient treatment is the best method of building good public relations and support.
2. Voluntary leaders who assist with these programs are also a good source of building public support. Recognition of this work is important in developing good public relations.
3. Advisory county committees as used in FHA have been an effective method of maintaining favorable public relations.
4. Good public relations in rural communities are easier to obtain and maintain than in urban areas when the results of the work are less evident.
5. Smooth working relationships between the different USDA agencies working in the same locality tend to develop confidence in all the programs and to maintain favorable public relations.
6. How can the urban population be better informed on these programs?
7. It is important to maintain good working relationships with the press and radio which can do much to help in informing the public of the programs and work being done.

SUMMARY AND EVALUATION OF WORKSHOP

By M. E. Yount, Employee Safety and Development Branch, Agricultural Research Service, Washington, D. C.

I would like to commend this group for having presented an excellent workshop. The sincerity of interest as expressed through regular attendance, strict adherence to program schedule, and individual interest in program presentations, provides ample evidence of the excellent planning and work of the committee responsible for the workshop.

With your permission I would like to digress from the assigned subject to present a few comments regarding why I am proud to wear my USDA service pin. I confess that for many years I was reluctant to wear an emblem of any kind. In the course of one of the surges of uncomplimentary publicity concerning the implied lack of quality of Government work and Government employees I was impressed with the almost total lack of USDA employees that apparently were willing to stand up and be counted for a cause which they believed to be good. At almost every stop in official travels service pins of other professions were in evidence. As fine as those many organizations may be, I sincerely believe that employee for employee my co-workers in the USDA can stand up and be counted second to none insofar as other professions are concerned. Who has a better commodity to offer the public than do the employees of the USDA. It is with this background of thought that I have pledged myself to wear my USDA service pin at all times while in the performance of official duty. Not for the value of the pin itself, but rather as a symbol of the fine service it represents. To me the pin is a symbol of the intent of the code of ethics of the organization of professional employees of the U. S. Department of Agriculture, which is as follows:

Basic Obligations.

To the American People:

Courteous, efficient, and impartial service.

To Our Government:

Loyalty, faith, and full measure of devoted service.

To Our Associates:

Courtesy, fairness, freedom of expression, moral support, opportunity and recognition.

Comments

In our respective evaluations let us consider the workshop in light of the following questions:

1. Did it accomplish its purpose?
2. Was the best program selected, and what were the alternatives?
3. Will the benefits justify the investment?

If we individually accept the viewpoint that our supervisory objective is to anticipate and plan remedial action before a situation deteriorates too far, if we believe that it is a greater feat of management to foresee and prevent the unpleasant than to solve problems brought about by previous neglect, if we accept the idea that the correct explanation given and the right advice offered at a given moment may make the difference in an employee's attitude between zeal and disgust, and possibly the difference in his career between success and failure; and if we believe that this series of workshop meetings stimulated our respective thinking toward these viewpoints; then this week of activity will prove to be a splendid investment.

In all sincerity, I believe we can summarize the workshop with three words: "Increased Leadership Effectiveness".

In the Agricultural Research Service, the Employee Development and Safety Branch holds to the philosophy that one of our principal tasks in accomplishing our objectives is to assist line officials with their responsibility of seeing that each employee:

1. Understands his job.
2. Achieves good work habits.
3. Obtains the necessary skills.
4. Develops, or maintains, an adequate sense of public responsibility.

Mr Yount commented on the following references and recommended them for our use on various phases of the general subject of management:

1. Notes and Quotes, Connecticut General Life Insurance Company, Hartford, Connecticut.
2. Let's Talk It Over, the Extension Worker as Counselor, U.S.D.A. Extension Service No. PA-56.
3. Personal Supervision of Outside Salesmen, by Charles T. Tapp, Ph D, Published by Bureau of Business Research, College of Commerce and Administration, Ohio State University, Columbus, Ohio.
4. Civilian Personnel Pamphlet Series, by Department of the Army, Washington 25, D. C.

Supervisor's Job, No. 41-B-2

Leadership on the Job, No. 41-B-3

Discussions with Employees, No. 41-B-21

Training Needs and How to Find Them, No. 41-B-51

Day-to-Day Job Instruction, No. 41-B-52

Getting Ready to Train Employees, No. 41-B-53

Training Employees in Job Operations, No. 41-B-54

Starting the New Employee, No. 41-B-55

Any question pertaining to reading references brings forth the problem of our inadequate utilization of the USDA library and its respective branch libraries.

After the completion of Mr. Yount's talk, Mr. D. R. Shepherd led a discussion by all participants on the facts gained or reviewed during the weeklong workshop. The following topics are some of the highpoints which stood out in the minds of those who had attended the meetings. It should be stressed that the list is by no means complete or in order of importance, and is not intended to be. This list merely serves as an illustration of the value of a seminar on management through thought stimulation in a group of operational administrators.

1. Importance of Communications in our management operations.
2. Importance of Human Relations factor in management.
3. Need for Personal Inventory for ourselves as part of management - what are we doing to be good leaders and why?
4. Recognition of need for Basic Training in the principles of management.
5. Clarification of the Function of Supervision by evaluation of our past experience.
6. Importance of good Public Relations.
7. Better appreciation of factors which Stimulate or Motivate our employees.
8. Recognition of Employee Needs.
9. Recognition and use of Employee Skills.
10. Recognition of the value of Employee Participation Techniques in management.
11. Need for Broader Perspectives in management.
12. The opportunity for all participants to get acquainted with other agricultural administrators and to acquire an awareness of their problems.

